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AN ADDENDUM TO THE 1976
COASTAL AREA MANAGEMENT
LAND DEVELOPMENT PLAN

PAMLICO COUNTY, NORTH CAROLINA

MARCH, 1978

North Carolina. Department of Natural Resources & Community Development.

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LAND DEVELOPMENT PLAN

PREPARED FOR
PAMLICO COUNTY, NORTH CAROLINA

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MARCH, 1978

TABLE OF CONTENTS

	<u>Page</u>
Letter of Transmittal	
Summary Statement	i
INTRODUCTION	4
SECTION I. EMERGING DEVELOPMENT PATTERNS	7
A. Residential	7
B. Commercial (Trade and Services)	8
C. Manufacturing	9
D. Transportation and Communication	9
E. Public Facilities	10
F. Community Development	11
G. Recreation	11
Summary	11
SECTION II. ANALYTICAL REQUIREMENTS FOR POLICY DEVELOPMENT	13
A. Basic Land Use Element Requirements	13
1. Existing Land Use	13
2. Projected Land Needs	13
3. Housing Needs	13
4. Public Facilities to Support Projected Needs	14
5. Growth Distribution	14
6. Strategies to Reduce Energy Consumption	15
7. Effect of Major Federal Activity	15
SECTION III. BROAD GOALS, ANNUAL OBJECTIVES, AND EVALUATION CRITERIA	16
A. Citizen Participation	16
B. Goals and Annual Objectives	17
C. Evaluation Criteria	22
SECTION IV. PLAN IMPLEMENTATION, POLICIES, PROGRAMS, MECHANISMS, AND PROCEDURES	23
A. Criteria and Standards for Guiding Growth	23
B. Existing Plans and Policies	25
C. Policy Recommendations	27
D. Mechanisms for Coordination	28
SECTION V. ASSESSMENTS	29
A. Environmental	29
B. Historic Preservation	30



State of North Carolina

COUNTY OF PAMLICO

BAYBORO 28515



PAMLICO
A BICENTENNIAL
COMMUNITY

Letter of Transmittal and Endorsement

We, the Board of Commissioners of Pamlico County, do hereby endorse the Pamlico County Land Use Plan (Land Development Update) as general guides to the future growth and development of Pamlico County, this 6th day of March, 1978.


Chairman, Pamlico County
Board of Commissioners

Vice Chm.

ATTEST:


Clerk to the Board

SUMMARY STATEMENT

The following is a cross reference of land use element requirements cited from the Federal Register, August and February, 1977*. The citation requirements are followed by a statement of how the requirement was met and also refers the reader to the appropriate section in this document where the requirement was addressed. This checklist/requirement format was extracted from pages 7, 8, and 9 of the North Carolina Department of Natural Resources and Community Development brochure "State of North Carolina Review & Approval Process for Land Use and Housing Elements Produced Under the Comprehensive Planning Assistance Program (HUD 701)".

REQUIREMENTS/REVIEW PROCESS STEP/FEDERAL REGISTER CITATIONS

1. TRANSMITTAL LETTER 600.73(a) The transmittal letter and endorsement from the chief executive is attached to this package as a cover letter.
2. SUMMARY STATEMENT, including
 - a. narrative description 600.73(c) This document meets all of the detailed checklist requirements for a land use element as shown in item 3 which follows.
 - b. citation of supporting documents 600.73(c),(d) Citation of supporting documents is on pages 1 and 2 of the document.
 - c. status of implementation action 600.73(e),(1) Status of implementation action is contained on page 2.
 - d. statement of consistency of land use and housing elements 600.67(b) This statement of consistency is contained on page 2.
 - e. assurance that the element is consistent with the following as applicable 600.73(c)(6)
 - (i) CAMA assurances are contained on page 3.
 - (ii) Areawide waste treatment assurances contained on page 3.
 - (iii) State Implementation Plan of Clear Air Act of 1967 assurances contained on page 3.
 - (iv) State Comprehensive Outdoor Recreation Plan assurances contained on page 3.

* HUD 701 Land Use Plan certification requirements

3. SPECIFIC ELEMENT REQUIREMENT

Land Use Element

- a. data analysis and projected need 600.72(a) This document meets this requirement as shown on pages 13-15.
 - b. broad goals and measurable annual objectives 600.67(b)
This document meets this requirement as shown on pages 17-22.
 - c. long and short term policies and procedures as to where growth should and should not go and implementing procedures for guiding growth 600.72(c) This requirement is included on pages 23-27.
 - d. policies defining the type, intensity, and timing of growth 600.72(c)
See pages 14, 23, and 30.
 - e. indication of coordination mechanisms with other levels of functional planning, policy development, and investment strategies 600.72(c)
See page 29.
 - f. defined criteria for future evaluation of land use programs and activities 600.67(b) This is outlined on page 22.
 - g. environmental assessment 600.65(b) See pages 30 and 31.
 - h. historic preservation assessment 600.66(b) See pages 31-33.
4. DOCUMENTATION AS NECESSARY TO SATISFY ELEMENT REQUIREMENTS UNDER NUMBER 3 ABOVE 600.73(d) Shown throughout this document.
5. A-95 FORM Contained with this addendum.

ADDENDUM TO THE PAMLICO COUNTY LAND DEVELOPMENT PLAN

Section 600.73(c)

This update of the Pamlico County Land Development Plan is put forth in order to comply with the comprehensive plan requirements of the HUD "701" Comprehensive Planning Assistance Program. The elements included in this report and those referred to in supporting documents do address the requirements of the basic Land Use Element. Included in this updated plan are both broad goals and annual objectives as well as defined criteria for evaluating the extent to which the annual objectives are being met. (See Section III, "Goals and Objectives" in this updated plan.)

Section 600.73(c), (d)

The main supporting document for the update of the land development plan is the Pamlico County Coastal Area Management Plan, May, 1976. This document, which was financed by grants from the State of North Carolina, the National Oceanic and Atmospheric Administration (NOAA), and the Coastal Plains Regional Commission, contains a comprehensive land development plan which satisfies nearly all of the HUD requirements. Required elements not covered in this or other referenced supporting documents are included among the various sections of this report.

Some minor supporting documents to this update are:

- 1) Summary of the Pamlico County Land Use Plan, 1976; and
- 2) Capital Improvements Budget, Pamlico County, 1973.

Although this report addresses only the land use element requirements, included also is a section on housing needs as part of the land use element. Supporting documents to this section include:

- 1) Review and Update: Housing Element, Pamlico County, North Carolina, 1971; and
- 2) Housing Program for Pamlico County, North Carolina, 1972.

The latter document above resulted from analysis included in the former.

Section 600.73(e)(1)

The implementation of the land use element in Pamlico County is primarily the responsibility of the county board of commissioners. Officials of the county's towns, local planning boards, and other local appointed officials are encouraged to make decisions that are consistent with and complement the county's land use program activities over the next three years.

No specific county legislative action is necessary for implementation of program activities. It should be noted, however, that county officials are aware that continued county-wide development activities are contingent upon funding beyond the local level.

Section 600.67(b)

As previously stated, this report addresses only the land use element requirements; and while there is no accompanying housing element report being submitted simultaneously, when the housing element is prepared the same analytical base will be used. With the utilization of a similar data base and similar analytical techniques, programmatic projections in the housing element should be consistent with the land use element.

Section 600.73(c)(6): A-95 Review Requirements

To assure consistency with related programs, this addendum to the Pamlico County Land Development Plan will be submitted to the following agencies as part of the A-95 review process.

- 1) Coastal Resources Commission
P.O. Box 27687
Raleigh, N.C. 27611
- 2) Areawide Waste Treatment Management Planning Assistance Program (208)
N.C. Department of Natural Resources & Community Development
P.O. Box 27687
Raleigh, N.C. 27611
- 3) State Implementation Plan of Clear Air Act of 1967 (as amended)
N.C. Department of Natural Resources & Community Development
P.O. Box 27687
Raleigh, N.C. 27611
- 4) State Comprehensive Outdoor Recreation Plan of Land and Water
Conservation Fund Act of 1965 (as amended)
N.C. Department of Natural Resources & Community Development
P.O. Box 27687
Raleigh, N.C. 27611

INTRODUCTION

AN ADDENDUM TO THE LAND DEVELOPMENT PLAN
PAMLICO COUNTY

Introduction:

The purpose of this addendum to the Pamlico County Land Development Plan is to comply with the requirements of the U.S. Department of Housing and Urban Development's Comprehensive Planning Assistance "701" Program. All participants in the program are required to have an "acceptable" land use and a housing element. This report, however, addresses the required land use element only.

In May of 1976, the Pamlico County Coastal Area Management Plan was completed. This plan, one of fifty-four such plans prepared for designated counties and municipalities included under the state's Coastal Area Management Program (authorized under the CAMA Act), is an extensive and comprehensive document. A major portion of the document included detailed analyses of Pamlico County's population, economy, 1976 land uses by distribution and category, and growth projections for all of these specific areas. Also included in the coastal area plan is an analysis of the existing public facilities and their ability to meet projected needs, and a detailed analysis of the environmental impacts of the plan's implementation. Finally, a large segment of this document is devoted to the presentation of a land development plan, which includes analyses of the pattern, intensity, and timing of uses for specified use categories. (See Section 600.72(c)(3)).

In short, nearly all of the detailed analytical exigencies required under the "701" program's land use element are adequately covered in the coastal area plan; nevertheless, an update of this type is essential for two major reasons.

The first reason is due to the necessity of periodically reviewing development plans to denote the emerging growth and development patterns. This periodic review is particularly useful in helping to "spot" previously undetected and/or difficult land compatibility problems. Periodic review and assessment of development patterns--when compared to an original land development plan--can also serve a monitoring function by showing the emerging patterns in relation to the plan.

The second major reason this update is necessary is because some of the requirements of the HUD "701" program are not included in the Coastal Area Management Plan.¹

This update will present a summary of changes which have occurred since 1976 (actually, the end of 1975), both in land use patterns and in land use methods. Along with the 1976 CAMA Plan, this report will continue to serve as a guide for decision-making by the various intergovernmental levels--Federal, state, and local--on all matters related to the use of land in Pamlico County. This includes "air and water quality concerns, waste disposal, transportation....and housing," which is required for all participants in the HUD "701" Comprehensive Planning Assistance Program. Therefore, development policy in this update should--and, in fact, does--show consistency between the standards and policies formulated by local officials and the Pamlico County citizenry in the 1976 CAMA Plan.

The Land Development Update for Pamlico County will be focused primarily on land use and related policies. This will be done mainly by the translation of broad and general goals and objectives into specific policy

¹ The state attempted to structure the CAMA planning guidelines to include the criteria that planners foresaw in the HUD guidelines which were known to be promulgated in two to three years.

statements with programmatic implications. In all applicable instances, the specific policy statements will be put into an "annualized," year-by-year perspective over a period of three years. Evaluation and monitoring criteria will also be outlined in this report.

The more detailed analytical requirements of the "701" land use element such as population analysis, land use analysis, projections for future demands, etc., are thoroughly covered in the 1976 Coastal Area Management Plan (CAMA).

PART I
EMERGING DEVELOPMENT PATTERNS

Analyzing the past CAMA land use activities that have occurred in Pamlico County produces a picture of the emerging patterns. For example, new development--as well as redevelopment--and the utilization of previously vacant lands are indications of both population and economic growth. Since the CAMA Plan is only one and a half years old, one would not expect a tremendous amount of activity affecting the use of land to have occurred in Pamlico County; and this is true. Nevertheless, there have been some significant developments that are following pre-set patterns as well as the development policies outlined in the CAMA Plan. These policies, taking into careful consideration the special environmental concerns* of Pamlico County, were designed to achieve a balance between land use and growth throughout the county.

A. RESIDENTIAL DEVELOPMENT

As pointed out in thorough detail in the CAMA Plan (refer to pages 38 through 44 of that plan), Pamlico County is a mostly rural coastal county with about 41 percent of its 364,000 acres being water. Of the 213,000 acres that are land, 157,600, or 74 percent, are forested. Most of the non-forested land is used for crops and pastureland. There is also a significant percentage of the land area classified as marshland, which leaves relatively little land for "urban and built-up" purposes. (CAMA Plan, p. 40.)

Residential development remains sparse and scattered throughout the county's five townships. There are light concentrations of residential development around the county's eight municipalities. Overall, residential development is occurring in accord with the 1976 plan projections. However, in 1976 most of the existing residential developments were concentrated in

* Articulated in the N.C. CAMA as "Areas of Environmental Concern."

Townships I and III (encompassing Alliance, Bayboro, Grantsboro, Mesic, Reelsboro, and Vandemere). During 1976 and 1977, a total of six subdivisions were approved, with a total of 108 lots for sale. Nearly all of these (90, or 83 percent) are located in Township V, in and around the towns of Oriental, Arapahoe, and Minnesott Beach. This indicates a new trend of residential development in these waterfront communities.

Overall, during 1976 and 1977, a total of 120 building permits were issued for the construction of residential buildings. A total of 300 permits were issued for mobile homes during the 1976-77 period. It should be noted, however, that a number of these units are used for seasonal dwellings and non-residential purposes, which is not necessarily indicative of substantial population growth.

B. COMMERCIAL (Trade and Services)

Commercial activities remain concentrated in the small CBD areas of the county's towns and along major thoroughfares, particularly highways 306 and 55. During the period since the completion of the CAMA Plan (see CAMA Plan, pp. 23-25), a total of six building permits were issued for the construction of stores or other mercantile buildings. These included a Western Auto Store in Alliance and convenience stores in Minnesott Beach and Arapahoe.

Although there was one minor zoning change (a small residential tract in Stonewall was rezoned Commercial), the development pattern of commercial activities in Pamlico County is anticipated to continue in general accord with the 1976 Land Development Plan.

C. MANUFACTURING

Historically, manufacturing has not been an intense activity in Pamlico County. The most important industries have been, and continue to be, fishing and seafood processing. Because of the abundance of forestlands, timber products are second in industrial importance.

(CAMA Plan, pp. 21-23.)

There has been little or no growth in manufacturing in Pamlico County. As the CAMA Plan points out in more analytical detail, there are several deterrents to industrialization of the county. Among these deterrents are the nature of the coastal soil types, which limit industrial site selections; inadequate transportation links; and the lack of an adequate water supply system or sewage disposal system. However, steps have been taken by county officials to eliminate the latter problem as a constraint. (See discussion of utilities in this report, p.10 .)

Although being situated in the Coastal Flood Plains area does present some physical constraints on industrial development (see pp. 70-72; 86-88), there are some suitable potential industrial sites--mainly in the western part of the county where ground elevation is higher.

Overall, the use of land for industrial purposes in Pamlico County would be in definite and positive accord with the original land development plan as set forth in the CAMA document.

D. TRANSPORTATION AND COMMUNICATION

1) Transportation--Little or no change has occurred in the area of transportation since the completion of the CAMA Plan. No new thoroughfares have been constructed, and there is still a need for linkages--mainly bridges across the Neuse River to the south and the Pamlico River to the north.

These bridges would provide Pamlico County with direct access to Craven and Beaufort counties, respectively. Construction of these bridges, if and when it occurs, would have a significant impact upon land use in the county.

2) Communication--No major use of land has occurred involving communications development. However, a new exchange building was constructed by Carolina Telephone and Telegraph Company near Oriental. This new exchange allowed for the provision of "touch-tone services to some parts of the county, and generally extended and expanded services to other portions.

E. PUBLIC FACILITIES

The discussion of public facilities will be limited to water and sewer. No changes or projections have occurred in the other facilities such as schools, roads, etc. In regard to sewer and water, however, some significant events have occurred. (CAMA Plan, pp. 134 and 135.)

1) Water--The construction of a county-wide water system will begin in fiscal year 1978-79 and is expected to be completed in 1980. This will be the first such water supply system in the county. Major trunk mains will be laid out so as to make water services available to all portions of the county. This system--which includes four 200,000 gallon storage tanks and two treatment facilities--is expected to serve the residential and industrial needs of Pamlico County for the next twenty years.

Financing for this water system was made possible by locally approved bonds, grants from the Farmers' Home Administration, the Coastal Plains Regional Commission, and State Clean Water Bond Funds.

2) Sewer--Although a 201 Facilities Plan for the Bayboro area has recently been completed, there is still no county-wide sewage disposal system. Bayboro is the lead agency of the 201 planning area, which includes the towns of Alliance, Hollyville, Stonewall, and Vandemere. Another 201 Facilities study is being initiated in the southern portion of the county, with Oriental acting as the lead agency. If these 201 plans can be implemented, the county would be well under way to establishing an area-wide sewage disposal system.

F. COMMUNITY DEVELOPMENT

Pamlico County is not a participant in the HUD 701 Community Development Block Grant Program. However, the county does plan to initiate its own economic development program which will be focused primarily on industrial development. (See Goals and Objectives Section.)

G. RECREATION

No significant uses of land for recreation have occurred in Pamlico County since the completion of the CAMA plan. (See CAMA, p. 61.) However, a recreation Master Plan is currently being developed which, if implemented, would affect land use. This plan proposes the development of parks, nature trails, and tennis courts. (See section on Goals and Objectives.)

SUMMARY OF EMERGING DEVELOPMENT PATTERNS

As the CAMA plan points out in its analysis, the population of Pamlico County has been steadily declining since 1960 and is projected to continue this trend. (See CAMA, pp. 5-14.) Nevertheless, over the past two years, some new developments have taken place which may indicate a stabilization

of the downward trend. Analysis over a longer period of time, however, is necessary in order to obtain a true assessment of the population trends.

The overall development patterns appear to follow the projected land use indicated in the Coastal Area Management Land Development Plan. With continued enforcement of land use controls, including the forthcoming permits for Areas of Environmental Concern under CAMA, incompatible land uses should be avoided.

SECTION II
ANALYTICAL REQUIREMENTS FOR
POLICY DEVELOPMENT

A. ANALYTICAL REQUIREMENTS FOR POLICY DEVELOPMENT
Basic Land Use Element Requirements: 600.72(a)

1. Existing Land Use (CAMA, pp. 38-44)

"In order to make proposals and projections for future land use, it is first necessary to analyze existing land use patterns in an effort to perceive attributes or problems as they now exist." (CAMA plan, p. 38.)

The existing land uses in Pamlico County are presented in complete analytical detail in the CAMA plan and summarized briefly on page 7 of this report. An important feature of the land is the high proportion of wetlands, marshlands, and estuarine areas.

2. Projected Land Needs (CAMA, p. 134)

There is no population growth projected in Pamlico County over the next years; therefore, projected land demand is also limited. However, because of the generally low percolation rate of most soils in the county and the high water tables, extensive use of septic tanks is prohibited in many areas. Since water and sewer facilities are projected as more feasible around the county's towns, these areas were classified as "Transitional" under the CAMA Land Classification. Some intra-county population shift is expected to occur in these areas.

3. Housing Needs

Closely related to population is the availability and quality of housing. A large number of mobile homes have been placed in the county, especially for summer use. Although they are less expensive, these homes deteriorate at a faster rate than permanent homes, creating a constant need for more

housing in the county. Public housing units would be a more desirable alternative for many people who might now reside in mobile homes or insufficient permanent houses.

Fewer homes were built in 1977 than in 1976, but the average cost per permanent dwelling is still too much for most residents who are trying to buy a home.

Obviously, there is a need for lower cost housing units. To help solve this problem, the county should seek funds to initiate a housing program for lower and moderate income residents. Another alternative would be to encourage the building of more multifamily dwelling units which are less expensive for the renter or purchaser.

4. Public Facilities to Support Projected Needs (CAMA, p. 134)

As discussed in Part I, p. 10 of this report, construction of a county-wide water system will begin at the start of the next fiscal year. The capacity of this system is projected to be more than adequate for the county's needs for the next twenty-five years. Since population is not expected to increase substantially, there is no need for extensive new public facilities. However, there is a need for an adequate sewerage disposal system in the county due to the limitations of septic tank utilization imposed by the soil types.

5. Growth Distribution

Again, it should be noted that little growth is projected to occur in Pamlico County for the next ten years. However, an intra-county population shift is expected to increase the population around the county's towns. Any other distribution of growth will be subject to restrictions imposed by

regulatory requirements regarding the many areas of environmental concern in the county.

6. Land Use Strategies to Reduce Energy Consumption

Although this area was not addressed in the CAMA plan, there are some provisions that county officials can adopt in the future which would lead toward energy conservation. Policies addressing centralized commercial development which, if encouraged, could reduce traveling to "fringe" areas to shop--and thus save gasoline--is one example. Another policy example might be that once sewer and water lines are installed, development should be encouraged in areas where those services are located. This could somewhat negate the necessity of extending facilities to areas where services are not yet available. Establishing and enforcing stricter insulation requirements under existing building codes is another example of strategy involving the use of land that might be implemented.

7. Effect of Major Federal Activity in the Area

There are no major Federal activities in Pamlico County and, consequently, no effect on its land development plan.

SECTION III
BROAD GOALS, ANNUAL OBJECTIVES,
AND EVALUATION CRITERIA

GOALS, OBJECTIVES, AND EVALUATION CRITERIA: CITIZEN PARTICIPATION

During the planning phase for the CAMA plan, the staff responsible for the plan's development put forth an extensive effort to involve the county's citizenry in the planning process. These efforts included a series of public meetings, distribution of a questionnaire (including publishing it in local newspapers), and the provision of public information through radio and television announcements. Out of the citizens' involvement activities, evolved a set of broad goals and objectives regarding alternatives for the growth and development of Pamlico County. There were nine original goal areas specified, all of which are listed below (see CAMA pp. 57-68):

- 1) Employment
- 2) Road system
- 3) Water and sewer
- 4) Industrial development
- 5) Land use controls
- 6) Recreation
- 7) Agricultural and forestry production
- 8) Marine habitat protection
- 9) Wildlife

Prior to the preparation of this addendum, meetings were held with both the planning board and the County Board of Commissioners to assess the original goals and objectives. Both of these county boards--composed of citizens from throughout the county--agreed that the originally determined goals and objectives still represented the main concerns for the future of Pamlico County. It was also decided in these meetings that the goals and objectives should be put into specific programmatic statements, which would serve as operational "guides." This resulted in the development of the required annual objectives, which represent specific policy statements.

PAMLICO COUNTY

Broad Goals and Annual Objectives

I. EMPLOYMENT

BROAD GOAL: To provide adequate employment opportunities and reduce further out-migration from Pamlico County.

Objectives: FY - 78-79

1. Obtain the services of a county-wide developer to plan for the location of industry and economic development in Pamlico County.
2. Identify areas in the county suitable for the possible location of industry.
3. Identify and explore means to finance the development or extension of facilities such as sewer and water to potential industrial sites.

Objectives: FY - 79-80

1. Implementation of the industrial location and development plan for Pamlico County.
2. Secure options and/or leases on potential industrial sites.
3. Solicit grants or other identified sources of funds for the construction of industrial water and sewer facilities.
4. Review employment development strategy for possible revision.

Objectives: FY - 80-81

1. Continued implementation of employment development strategy incorporating the recommended changes or revisions.

II. TRANSPORTATION

BROAD GOAL: To provide a better network of roads in and out of Pamlico County to increase accessibility.

Objectives: FY - 78-79

1. Explore the feasibility of getting bridges across both the Neuse River to the south and the Pamlico River to the north.
2. Identify ways to alleviate traffic congestion on Highway 55 between Alliance and Stonewall, and between Grantsboro and New Bern.
3. Work closely with the State Department of Transportation to develop a plan for the maintenance of existing roads.

Objectives: FY - 79-80

1. Continue exploring the feasibility of bridging both the Neuse and Pamlico rivers.
2. Implement the plan to alleviate traffic congestion between Alliance and Stonewall.
3. Implement road maintenance plan.
4. Review transportation goals and objectives.

Objectives: FY - 80-81

1. Seek funds for the construction of bridges across the Neuse and the Pamlico.
2. Incorporation of recommended changes.

III. WATER AND SEWER

BROAD GOAL: To provide a clean and safe public water supply for both domestic and industrial use and adequate sewage disposal by development of county-wide system.

Objectives: FY - 78-79

1. Begin construction of county-wide water system.
2. Establish a joint sewer district with several towns in the county.
3. Review for approval and adoption of the completed 201 Wastewater Collection and Treatment Plan.

Objectives: FY - 79-80

1. Complete construction of first phase of county-wide water system.
2. Seek funding for implementation of the 201 Plan under authority of the joint sewer district.
3. Review planned phases of water system development.

Objectives: FY - 80-81

1. Completion of second phase of county-wide water system (provision of outfall lines to areas not served in first phase).
2. Continue fund-seeking effort for implementation of approved 201 Plan.

IV. INDUSTRIAL DEVELOPMENT

BROAD GOAL: To encourage selective industries to locate within Pamlico County with regard to the environmental concerns.

Objectives: FY - 78-79

1. Train and develop "Industrial Sales Team" to promote the location of industry.
2. Identify special incentives to ensure a competitive position in the recruitment of new industry.
3. Identify other governmental services needed (such as police and fire protection) to attract industry to Pamlico County.
4. Try to identify types of skills needed by potential industry.

Objectives: FY - 79-80

1. Implementation of "Sales Team" approach.
2. Adopt provisions necessary to establish special incentives.
3. Explore means to expand governmental services.
4. Review and evaluate industrial development approach.

Objectives: FY - 80-81

1. Implementation of Review and Evaluation recommendations.
2. Continued implementation of "Sales Team" approach with recommended changes.

V. LAND USE CONTROLS

BROAD GOAL: To protect Pamlico County from incompatible land uses.

Objectives: FY - 78-79

1. Initiate enforcement plan for Coastal Area Management (issuance of minor development permits).
2. Insure continued enforcement of other current land use regulations.

Objectives: FY - 79-80

1. Review Coastal Area Management enforcement plan.
2. Review other land use controls for effectiveness and compliance with legislative changes.

Objectives: FY - 80-81

1. Update land use controls, if necessary.

VI. RECREATION

BROAD GOAL: To increase recreational opportunities for all age groups in the county.

Objectives: FY - 78-79

1. Develop a "Master Plan" for recreation in Pamlico County.
2. Identify and assess current recreational resources (available land for parks, etc., and potential water resources).
3. Solicit funds for development of recreational projects.

Objectives: FY - 79-80

1. Implement initial phases of Master Plan.
2. Coordinate with school officials for joint utilization of school property for recreational purposes.
3. Review and assess recreational needs for Pamlico County.

Objectives: FY - 80-81

1. Incorporate recommended changes (after assessment) into recreation Master Plan.
2. Continue solicitation of funds to implement parts of the Master Plan.

VII. AGRICULTURAL AND FORESTRY PRODUCTION

BROAD GOAL: To protect and promote the utilization of desirable agricultural and forestry lands.

Objectives: FY - 78-79

1. Identify prime production areas.
2. Identify tax incentives or other programs to help maintain productive capabilities of existing prime productive areas.

Objectives: FY - 79-80

1. Develop regulations to aid in protecting prime productive areas.
2. Implement incentive program to maintain existing productive areas.
3. Review goals and objectives.

Objectives: FY - 80-81

1. Update conservation program regulations, if necessary.
2. Continue incentive program.

VIII. MARINE HABITAT PROTECTION

BROAD GOAL: To protect shellfish and other marine life from man-instigated pollution.

Objectives: FY - 78-79

1. Identify prime productive waters.
2. Initiate enforcement of Coastal Area Management plan to protect these waters.
3. Identify sources of man-instigated pollution.

Objectives: FY - 79-80

1. Develop measures to eliminate or control sources of pollution.
2. Implement re-seeding program to perpetuate shellfish production in Pamlico County.
3. Review and assess goals and objectives.

Objectives: FY - 80-81

1. Initiate a program to promote the shellfishing industry in Pamlico County.

IX. WILDLIFE

BROAD GOAL: To provide for the proper management of wildlife areas and the preservation of certain species of wildlife within the county.

Objectives: FY - 78-79

1. To initiate working relationships with private landowners and the N.C. Wildlife Commission.
2. Identify methods of wildlife preservation.

Objectives: FY - 79-80

1. Implement wildlife preservation methods.
2. Continue working with landowners and the N.C. Wildlife Commission.
3. Review wildlife preservation goals and objectives.

Objectives: FY - 80-81

1. Revise wildlife preservation methods, if necessary.

EVALUATION CRITERIA

Since the objectives under each broad goal represent specific programmatic activities, evaluation will be based on an assessment of each program's status. This assessment should provide both information for assessing the validity of each goal (to check for possible necessary revisions) as well as the achievement status of each goal.

The review process should basically be the responsibility of the county board and the planning board; however, provisions should be made--perhaps in the form of public meetings to solicit input--which would allow participation from local citizens and other county departments. This should be done at the end of each fiscal year, with a brief written report prepared for each year. A suggested format for this report is included below:

PROGRAM STATUS SUMMARY For Fiscal Year _____	
Goal:	_____ _____ _____
Objectives:	1) _____ 2) _____ _____
Completion Status:	_____ _____ _____
Comments:	_____ _____ _____

SECTION IV
PLAN IMPLEMENTATION, POLICIES, PROGRAMS,
MECHANISMS, AND PROCEDURES

A. CRITERIA AND STANDARDS FOR GUIDING GROWTH

There are both some general standards for guiding growth in Pamlico County as well as specific criteria necessary because it is a coastal county.

The development of land within Pamlico County should be undertaken in accordance with sound resource management principles in order to make the most economical use of public funds invested in services to enhance private investment in the long-term future development of the county. In order to provide the county with proper guidelines to aid in development decisions, certain basic standards are established. The following general standards will help guide development to appropriate areas and identify certain measures necessary to insure effective guidance and growth direction.

General Standards

- (1) Development should be located on stable, well-drained soils with relatively low water table.
- (2) Structures should be located on the development site to avoid the destruction of natural vegetation wherever possible.
- (3) Structures should be located on site to avoid the alteration of natural land form and drainage where possible.
- (4) Development should be located to minimize interference with established patterns of surrounding land use and to prevent conflict between incompatible uses of land.
- (5) Development should be located to avoid the destruction or irretrievable alteration of fragile or valuable natural or cultural resources.
- (6) Development should not occur in areas where there is a demonstrated danger of the loss of life or property due to natural or man-made processes.
- (7) Development in areas subject to flooding should be designed and located to minimize the damage caused by such flooding.
- (8) Development should be located and timed to make the most efficient and economical use of existing or proposed public services including water, sewer, solid waste disposal, public safety, schools, libraries, and social services.

Residential Standards

- (1) Permanent neighborhoods should be located in sheltered areas protected from encroachment by major transportation routes and incompatible commercial development.
- (2) Permanent neighborhoods should maintain low density levels and large amounts of useable open space to preserve the privacy and aesthetic appeal.

- (3) Residential development which requires septic tanks for sewage disposal should follow current health requirements as to soil type, height of water table and area to prevent pollution of ground water supply, aquifer recharge areas or estuarine waters.
- (4) Development which results in residential densities over 3 families per acre should be served by public or community sewage disposal systems.

Commercial Standards

- (1) General commercial activities and businesses require locations adjacent to major thoroughfares. The uncontrolled development of commercial sites at scattered locations along highways does not promote good business, is inconvenient for shoppers, promotes inefficient use of valuable developable land, creates dangerous traffic conflicts at each driveway entrance, and seriously impairs the capacity and function of the highway. Therefore, commercial development should be concentrated in groups of complementary uses where possible.
- (2) Small commercial enterprises of less than one acre are encouraged to locate where suitable sites exist among existing commercial uses in order to take advantage of combined drawing power and to increase customer convenience.
- (3) Large scale commercial developments involving one acre or more are encouraged to concentrate complementary uses on sites large enough to provide ample parking, controlled access to highways, and suitable buffering for adjacent residential use.
- (4) Convenience retail facilities designed and limited to serve neighborhood level trade areas only may be appropriate adjacent to some residential neighborhoods if properly buffered to minimize impact on adjacent residences.

Industrial Standards

- (1) Industries locating in the Pamlico County planning area should be required to provide an assessment of the impact of primary and secondary development caused by industry and should use the best available technology to avoid pollution of the water or air during construction and in production.
- (2) Industrial sites should be on land having stable, well-drained soils. The sites should be free from the danger of flooding and located where public utilities are available.
- (3) Where possible, industrial sites should be buffered by major highways, railroads, greater setback depths, or natural topographic features.
- (4) Industrial sites should have ample space for expansion.

Cultural, Entertainment, and Recreational Standards

- (1) Cultural, entertainment, and recreation facilities should locate near existing and projected population concentrations in order to best serve the people of Pamlico County.
- (2) Public facilities should be planned to take maximum advantage of expended public monies in providing multi-use facilities where possible.

In addition to these general standards, specific criteria for guiding growth are indicated in the Coastal Area Management Plan. These criteria take into special consideration the county's soil types, fragile areas such as coastal wetlands, tidal marshlands, and estuarine waters. (Refer to CAMA, pp. 88-104.)

B. EXISTING PLANS AND POLICIES

Pamlico County has several useful plans, policies, and specific implementary tools that help guide its future growth and development in relation to land use. These will be listed along with a brief analysis below. Notice that these specific plans and policies do encompass the general standards outlined in the preceding Section A.

Plans

1. Coastal Area Management Plan. This is the most comprehensive document available to Pamlico County regarding guidelines for future growth and development. This plan includes analysis of existing land uses as well as projections for future demands. Elements dealing with Areas of Environmental Concern (AEC's) and the Coastal Land Classification System are included in this plan and lay adequate bases for helping to decide where growth should and should not take place.
2. A Thoroughfare Plan for Pamlico County was adopted by Pamlico County, February, 1971. It was adopted by the North Carolina State Highway Commission, May, 1971. The thoroughfare plan shows existing and proposed minor collector roads.
3. A Water and Sewer Plan was prepared for Pamlico County by Paul M. Van Camp Associates in 1968. This plan discusses the needs of the communities

in the county as well as the cost of the proposed facilities. After this plan was completed, Bayboro and surrounding areas were placed in a 201 planning area for which needs and cost of the wastewater facilities treatment were analyzed. The 201 plan has recently been completed; and presently, funds are being sought for its implementation.

4. A Capital Improvements Budget was prepared for Pamlico County in 1973. This budget listed capital improvement expenditures which were to be made during the years 1973-78. The key to the success of any plan, however, is its implementation. The Capital Improvements Budget was never adopted for implementation.

5. A Recreation Master Plan is currently being prepared by the county. This plan will provide policies, procedures, and guides for Pamlico County to achieve its goals under recreation. Included in this plan will be recommendations for specific uses of land for parks, nature trails, tennis courts, and other recreational activities.

6. There are no plans or policies regarding open space or the extension of utilities in Pamlico County at the present time.

Policies

The county's policies for plan implementation and growth guidance are reflected in its complementary planning tools. These tools are:

1. Zoning Ordinance. A zoning ordinance for Pamlico County was adopted July 13, 1970. Those towns in the county may come under the zoning ordinance if they desire. At this time, Oriental, Vandemere, and Stonewall adhere to the county zoning ordinance. The county zoning administrator enforces the zoning ordinance where it is in effect.

2. Subdivision Regulations. The Board of County Commissioners approved the county subdivision regulations with an effective date of December 3, 1973,

in accordance with the provisions of North Carolina General Statutes, Chapter 153, Article 20A. The subdivision administrator enforces the subdivision ordinance for the planning board and county commissioners.

3. Flood Zoning Ordinance. Pamlico County adopted an ordinance which specifically regulates building and other development in its designated flood hazard areas. The county participates in the National Flood Insurance Program.

4. Minimal Housing Codes. Pamlico County has a Building Inspection Department, which actively enforces the state building codes. These codes set standards for plumbing, electrical wiring, and other construction-related activities. Also recently included in the building codes are energy conservation standards such as insulation requirements.

5. Coastal Area Management Implementation and Enforcement Plan. Pamlico County recently began enforcing the regulation of minor development in its many areas of Environmental Concern (AEC's). This plan prohibits minor development in the AEC's without the issuance of a permit. This is required to protect the county's AEC's. Other required development permits are still mandatory.

C. POLICY RECOMMENDATIONS

Some useful policy and/or implementary areas not currently addressed by Pamlico County include those of: Historic Areas, Updating of the Land Development Plan and Land Use Tools, and continued public participation. It is recommended that the county develop policies, procedures, and/or tools that specifically address these areas.

D. MECHANISMS FOR COORDINATION WITH OTHER FUNCTIONAL LEVELS OF PLANNING

As a coastal county, most of the elements in the Pamlico County Land Development Plan are generally consistent with the other nineteen counties included under the Coastal Area Management Act. These plans are representative of the state's overall development goals for its coastal area.

Pamlico County is also a member of the Neuse River Council of Governments, which represents another level of functional planning.

The implementation of the land development plan, along with the programmatic statements included under "Goals and Objectives," p. 17, would tie in with and functionally coordinate programs in several important areas.

Any adverse, incompatible, or contradictory program implications should be identified in the A-95 review process.

SECTION V
ASSESSMENTS

A. ENVIRONMENTAL ASSESSMENT

Abstract

The Land Development Plan for Pamlico County, prepared under the auspices of the Coastal Area Management Act, enumerates both land use and environmental policies that cover a period of ten years. With regard for the necessity of protecting the environmental and ecologically delicate coastal zone (including estuaries, marshlands, and other areas of environmental concern), this plan contains policies that, if implemented, would perpetuate sound and balanced growth in the planning area.

Environmental Impact

Most of the environmental impacts of the plan, if implemented, would be beneficial to the planning area. However, when any ecosystem is disturbed for the intervention of development, some short-term negative impacts will occur; but with consistent and wise application of the implementary tools such as zoning, subdivision regulations, and the regulation of minor development in AEC's, any negative impacts will be short-term. The long-run impacts will be positive and beneficial. The state's environmental impact assessment programs require the investigation of the impact of specific "bricks and mortar" type of project (through the A-95 review machinery) at the time they are proposed and funded.

Adverse Environmental Effects

Again, the implementation of some of the programmatic goals of the plan-- industrial development, for example--would produce some unavoidable environmental effects. Nevertheless, even these unavoidable effects should be short-term in their impact.

Alternatives

Implementation of the plan with the accompanying implementary tools would be representative of sound land use and environmental management principles. Possible alternatives--that is, the absence of sound management principles--would result in uncontrolled growth and development. Obviously, this would

result in undesirable and perhaps long-term negative environmental impacts.

Relationship of Short-term to Long-term Effects on the Environment

The policies and plans of the CAMA document identified both short-term needs and uses as well as long-run impacts. It also allows for the realistic and practical short-term disturbance of the environment in response to fulfillment of overall goals. However, and very importantly, the policies call for the protection and enhancement of the environment in the long-run.

Irreversible or Irretrievable Commitment of Resources

While specific irreversible or irretrievable commitment of resources cannot fully be determined until the plan is in full implementation, it is not anticipated that there should be any.

Federal, State, and Local Environmental Controls

In addition to the measures set forth in the plan, all existing Federal, state, and local environmental controls are applicable.

B. HISTORIC PRESERVATION ASSESSMENT

There is, at present, one historic property in Pamlico County listed on the National Register of Historic Places. Additionally, there are three others in the county currently under study by the North Carolina Archaeology and Historic Preservation Section, Division of Archives and History. These places will be listed below.

Policy Objective

Policy regarding the protection and preservation of historic areas was included in the CAMA plan. (CAMA, pp. 155-156.) This policy indicated that specific land uses which would result in substantial damage to a historical property would be prohibited.

Historic Places in Pamlico County

1. Blackwell Point House. w. of SR 1317, on bank of Smith Creek, Oriental vic. Originally a one-and-one-half-story house with exterior end chimneys; later raised to two full stories. Private.
2. Brinson House. N. side NC 55, 0.1 mi. E. of jct. with SR 1124, Reelsboro vic. Mid-nineteenth century. One-story frame cottage following earlier forms. Gable roof with exterior end chimney and shed porch. Later additions and remodeling. Moved from original site in February, 1976. Private.
3. China Grove. S. side SR 1302, 1.5 mi. S. of jct. with SR 1308, Janeiro vic. Fine frame Federal house, two-and-one-half-stories high; built in the early nineteenth century by either Edward Carraway or William Sparrow. The dwelling is oriented toward the water and features a two-tier porch which commands an unsurpassed view of the broad Neuse River. Private. (NR.)
4. Goodin House. N. side SR 1320, 0.5 mi. E. of jct. with SR 1321, 0.2 mi. from road, Pamlico vic. Built in the early nineteenth century by a locally prominent family, this two-story house has a two-tier shed porch enclosed at both ends. The upper story has been enclosed. Federal interiors throughout. Private. (SL.)
5. Carrie Harris House. N. side SR 1204, 0.1 mi. W. of jct. with SR 1344, Alliance. Late nineteenth century. Late Victorian frame house laid out on a T-plan with two-tier porches running along both sides of the trunk of the T. Four-window bay at base of trunk, bracketed gable and cornices, sawnwork balustrades on each porch differ slightly. Private. (SL.)
6. Alonza Holton House. Entrance on SR 1126, 0.05 mi. N. of NC 55, 0.2 mi. down dirt road, Olympia vic. A ca. 1865 frame vernacular house with a gable roof and a one story porch; interior remodeled in 1971. Private.
7. Jephtha Holton House. E. side SR 1126, 1.0 mi. N. of jct. with SR 1127, Olympia vic. A ca. 1820 two-room log house with original siding in the gables; refinished inside in 1946. Private.
8. Kershaw Methodist Episcopal Church. N. side SR 1300, 0.5 mi. E. of jct. with SR 1312, Kershaw. Built ca. 1885, this frame structure is on the site of the first Methodist Church in Pamlico County. Private.
9. Pecan Grove Campground House. S. side SR 1308, 0.4 mi. E. of jct. with SR 1309, on banks of Neuse River, Oriental vic. Two-story frame Federal style house with gable roof and a Flemish bond chimney at each end. Private.

10. Ralph Reel House. Entrance on S. side NC 55, 0.6 mi. E. of jct. with SR 1127, 0.3 mi. across field, Olympia vic. Ca. 1835 Greek Revival two-story frame house with a gable roof; two-story shed porch on front and one-story shed rooms on rear. Exterior chimney with double diamond pattern executed with glazed header bricks. Private.
11. Swan House. E. side NC 55, 0.3 mi. S. of jct. with SR 1337, Stonewall vic. Late nineteenth century. Sawwork ornamentation along the cornice and porch and cornice brackets distinguish this two-story frame house with common bond chimneys and one-story shed porch from the typical rural farm houses of this area. Private.

BAYBORO

12. Guarantee Bank and Trust. N. side NC 304, 0.1 mi. E. of RR tracks, Bayboro. Early twentieth century. One-story brick bank building with buff colored brick veneer commercial facade. Large plate commercial window has five-pane transom. The door with fanlight is surrounded by an arch with radiating brick voussoirs. Interiors removed.
13. McCotter House. S. side NC 55, opp. jct. with NC 304, Bayboro. Early twentieth century. Large, two-story hip roof Colonial Revival style frame house with two-story portico supported by Corinthian order columns. A one-story porch runs behind the portico and along both sides of the house. Entrance has fanlight and double-width sidelights. Private.
14. Pamlico County Courthouse. N. side NC 55, 0.1 mi. W. of jct. with NC 304, Bayboro. 1938. Two-story brick veneer public building with a pedimented tetrastyle portico and later additions. Public.
15. Pamlico County Register of Deeds Office. N. side North Street, 0.05 mi. E. of jct. with 3rd Street, Bayboro. Ca. 1904. Well-preserved county office building of brick laid in common bond with a corbelled cornice, drip molds over the windows, and water table. Interiors are completely fireproof with original metal doors and shutters still in place. Used as county historical museum and public library. (SL.)

Abbreviations:

NR: Listed in the National Register of Historic Places.
 SL: Study List; National Register nomination in progress.

As the above list shows, there is currently one historic property in Pamlico County recorded on the National Register. (See accompanying map for location.)

Assessment of National Register and Study List Properties:

Impact of Proposed Plans: Adverse and Beneficial--The impact of both the CAMA plan and this update can only be construed as beneficial to the identified historic properties in Pamlico County. No adverse impacts are anticipated as a result of the implementation of these plans. In fact, one of the general standards for guiding land development identified in this update recognizes the importance of protecting valuable cultural resources such as historic properties. (See p. 23 of this document, item 5.)

Unavoidable Adverse Impacts

Most of the locations of historic properties in Pamlico County are in undeveloped areas. It is anticipated that these areas will remain undeveloped for quite some time in the future. Without development and some of its inherent problems, there are no foreseen unavoidable adverse impacts to historic properties; and even with development in these locations, it is the policy of Pamlico County to protect its historic properties.

Alternatives to Proposed Plans or Policies

The main alternative to the policies and plans put forth to preserve places of historic value would be a negative one, i.e., no policy at all. Thus, the preservation, enhancement, and protection of these valuable historical resources would not be assured.

Impact of Proposed Plans and Policies on the Long-term Maintenance and Enhancement of National Register Properties

Presently, there is only one National Register property in Pamlico County. The development policies and plans set forth in the CAMA plan and this update will not only be beneficial to the long-term maintenance of the current National Register property, but also to any others identified in the future.

Statement of Compliance with Federal Controls

- (a) National Historic Preservation Act of 1966 and Executive Order 11953:
Pamlico County has complied with these acts, as evidenced by the selection of one property for the National Register.
- (b) The Archaeological and Historic Preservation Act of 1974:
Although Pamlico County has not experienced major development activities applicable to this act, the county will comply as situations apply. Additionally, the Town of Bayboro is the lead community for a recently completed 201 Facilities Plan study (Phase I). A detailed archaeological survey of recommended construction sites will be conducted in Phase II of the 201 study.

- (c) Protection of Historic and Cultural Properties (Federal Register: 1-25-74):
In addition to the already identified sites in the county, the Pamlico County Historical Society, supported by the Board of County Commissioners and outside funding sources, plans to conduct a complete survey of historical and architecturally significant sites and structures. This study is planned to begin in the spring of 1978 and be completed by the summer of 1979.

Statement of State Controls

The following protective legislation has been granted to the State of North Carolina by the General Statutes:

- (a) G.S. 121-12(a), Protection of Properties on the National Register
- (b) G.S. 113A, Article 1, State Environmental Policy Act
- (c) G.S. 70.1-4, Indian Antiquities
- (d) G.S. 121, Article 3, Salvage of Abandoned Shipwrecks and Other Underwater Archaeological Sites
- (e) G.S. 136-42.1, Archaeological Salvage in Highway Construction
- (f) G.S. 113-229, Provisions for Cultural Resources in Dredging and Filling Operations

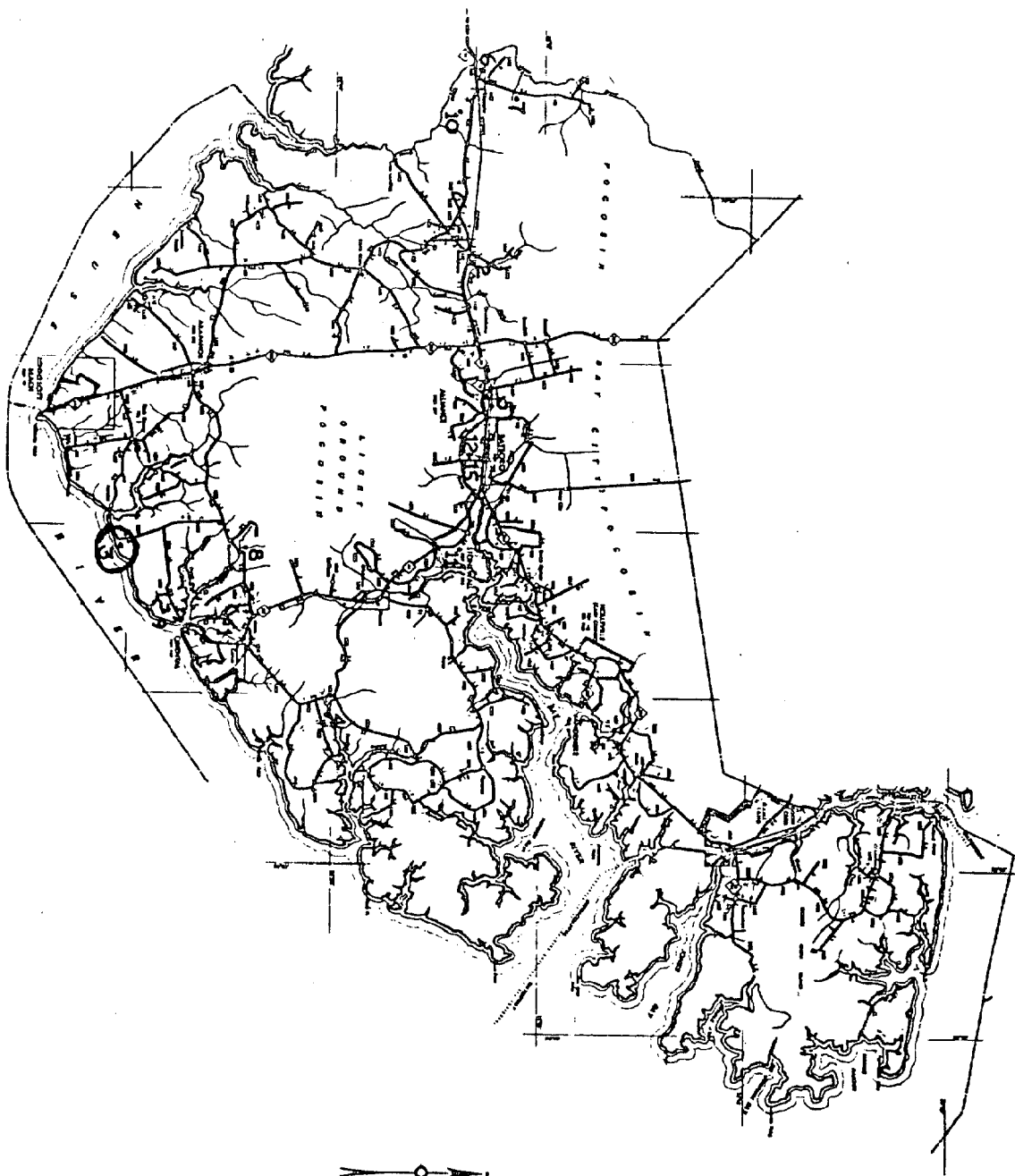
Statement of Local Controls

Pamlico County is authorized to create historic districts as part of its zoning ordinance by G.S. 160A, Article 19, Part 3A.

The county is also authorized to create a Historic Properties Commission by Part 3B of the above cited enabling statute.

These statutes, in addition to the current land use regulations enforced by the county, enable it both to preserve broad areas of historical significance by designating them as Historical Districts and to protect individual properties by its ordinance powers.

It should be noted that China Grove--the only property currently on the National Register--is in an area designated "Community" according to the CAMA classification. This classification denotes an area that has existing low-density development and is projected for low-density development in the future. Thus, the lack of projected development in this area should further enhance China Grove's protection and preservation.



HISTORIC SITES

PAMLICO COUNTY, NORTH CAROLINA
U.S. DEPARTMENT OF AGRICULTURE
SOIL CONSERVATION SERVICE

COASTAL ZONE
INFORMATION CENTER

